

Senate

General Assembly

File No. 509

February Session, 2002

Senate Bill No. 286

Senate, April 16, 2002

The Committee on Appropriations reported through SEN. CRISCO of the 17th Dist., Chairperson of the Committee on the part of the Senate, that the bill ought to pass.

AN ACT TO REPLACE THE BIENNIAL BUDGET WITH AN ANNUAL BUDGET.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 2-35 of the general statutes, as amended by section
- 2 7 of public act 01-6 of the June special session, is repealed and the
- 3 following is substituted in lieu thereof (Effective July 1, 2002, and first
- 4 applicable to the fiscal year commencing July 1, 2003):
- 5 All bills carrying or requiring appropriations and favorably
- 6 reported by any other committee, except for payment of claims against
- 7 the state, shall, before passage, be referred to the joint standing
- 8 committee of the General Assembly having cognizance of matters
- 9 relating to appropriations and the budgets of state agencies, unless
- such reference is dispensed with by a vote of at least two-thirds of each house of the General Assembly. [Resolutions paying the contingent
- 12 expenses of the Senate and House of Representatives shall be referred
- 13 to said committee.] Said committee may originate and report any bill

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which it deems necessary and shall, in each [odd-numbered] year, report such appropriation bills as it deems necessary for carrying on the departments of the state government and for providing for such institutions or persons as are proper subjects for state aid under the provisions of the statutes. [, for the ensuing biennium. In each evennumbered year, the committee shall originate and report at least one bill which adjusts expenditures for the ensuing fiscal year in such manner as it deems appropriate.] Each appropriation bill shall specify the particular purpose for which appropriation is made and shall be itemized as far as practicable. The state budget act may contain any legislation necessary to implement its appropriations provisions, provided no other general legislation shall be made a part of such act. The state budget act passed by the legislature for funding the expenses of operations of the state government in the ensuing [biennium] <u>fiscal</u> year shall contain a statement of estimated revenue, itemized by major source, for each appropriated fund. The statement of estimated revenue applicable to each such fund shall include, for any fiscal year, an estimate of total revenue with respect to such fund, which amount shall be reduced by (1) an estimate of total refunds of taxes to be paid from such revenue in accordance with the authorization in section 12-39f, and (2) an estimate of total refunds of payments to be paid from such revenue in accordance with the provisions of section 4-37, as amended. Such statement of estimated revenue, including the estimated refunds of taxes to be offset against such revenue, shall be supplied by the joint standing committee of the General Assembly having cognizance of matters relating to state finance, revenue and bonding. The total estimated revenue for each fund, as adjusted in accordance with this section, shall not be less than the total net appropriations made from each fund. On or before July first of each fiscal year said committee shall, if any revisions in such estimates are required by virtue of legislative amendments to the revenue measures proposed by said committee, changes in conditions or receipt of new information since the original estimate was supplied, meet and revise such estimates and, through its cochairpersons, report to the Comptroller any such revisions.

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Sec. 2. Section 2-36 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

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- (a) On or before the twenty-fifth day of each month, the Secretary of the Office of Policy and Management shall submit to the Governor, the Comptroller and the joint standing committee of the General Assembly having cognizance of matters relating to appropriations and the budgets of state agencies, through the Legislative Office of Fiscal Analysis, a list of appropriation accounts in which a potential deficiency exists. Such list shall be accompanied by a statement which explains the reasons for each such potential deficiency.
- 60 (b) On the day the Governor submits a budget document to the 61 General Assembly, [or a report on the status of the budget enacted in 62 the previous year, pursuant to section 4-71,] the Secretary of the Office 63 of Policy and Management shall submit to the Treasurer and said joint 64 standing committee, through the Office of Fiscal Analysis, any items to 65 be included in a deficiency bill, which may be passed by the General 66 Assembly to pay expenses of the current fiscal year. [of the biennium.] 67 Each such item shall be accompanied by a statement which explains 68 the need for a deficiency appropriation. Any agency which has an item 69 to be included in the deficiency bill shall, on such day, submit a report 70 to said joint standing committee, through the Office of Fiscal Analysis, 71 concerning any steps taken by the agency to reduce or eliminate the 72 deficiency.
- Sec. 3. Section 4-71 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):
 - Not later than the first session day following the third day of February in each odd-numbered year, the Governor shall transmit to the General Assembly a budget document setting forth his financial program for the ensuing [biennium with a separate budget for each of the two fiscal years and] <u>fiscal year</u> having the character and scope hereinafter set forth, and a report which sets forth estimated revenues

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and expenditures for the three fiscal years next ensuing the [biennium] fiscal year to which the budget document relates. If the Governor has been elected or succeeded to the office of Governor since the submission of the last-preceding budget document, he shall transmit such document and report to the General Assembly not later than the first session day following the fourteenth day of February. In the evennumbered years, [on the day on which the General Assembly first convenes,] the Governor shall transmit [a report on the status of the budget enacted in the previous year with any recommendations for adjustments and revisions, and a report, with revisions, if any, which sets forth estimated revenues and expenditures for the three fiscal years next ensuing the biennium in progress] such budget document on the day on which the General Assembly first convenes. The budget document shall consist of four parts, the nature and contents of which are set forth in sections 4-72, as amended by this act, 4-73, as amended by this act, 4-74 and 4-74a and shall be accompanied by the statement of grants to towns compiled pursuant to the provisions of section 4-71a and by the computation of the cost of an indexed increase in assistance payments made pursuant to section 4-71c. The report which sets forth estimated revenues and expenditures for the three fiscal years next ensuing the [biennium] fiscal year to which the budget document <u>relates</u> shall contain, for each such year, estimated revenues, itemized by major source, and estimated expenditures for each budgeted agency for personal services, other expenses, other current expenses, equipment, payments to local governments, and other than payments to local governments. [Such report transmitted in the even-numbered years shall contain the assumptions on which the estimated revenues and expenditures for the fiscal year next ensuing are based and shall set forth estimated revenues and expenditures in the same detail contained in the budget document.]

Sec. 4. Section 4-71b of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

Not later than August fifteenth or sixty days after the adjournment

of the regular session of the General Assembly, whichever is later, the Secretary of the Office of Policy and Management shall compile, for each state grant-in-aid program which is determined by statutory formula, the estimated amount of funds each town in the state can expect to receive for [each] the fiscal year [of the biennium] under each such program from funds appropriated for [each] such fiscal year.

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Sec. 5. Section 4-72 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

Part I of the budget document shall consist of the Governor's budget message in which he shall set forth as follows: (1) His program for meeting all the expenditure needs of the government for [each] the fiscal year [of the biennium] to which the budget relates, indicating the classes of funds, general or special, from which such appropriations are to be made and the means through which such expenditure shall be financed; (2) financial statements giving in summary form: (A) The financial position of all major state operating funds including revolving funds at the end of the last-completed fiscal year in a form consistent with accepted accounting practice. He shall also set forth in similar form the estimated position of each such fund at the end of the year in progress and the estimated position of each such fund at the end of [each] the fiscal year [of the biennium] to which the budget relates if his proposals are put into effect; (B) a statement showing as of the close of the last-completed fiscal year, a year by year summary of all outstanding general obligation and special tax obligation debt of the state and a statement showing the yearly interest requirements on such outstanding debt; (C) a summary of appropriations recommended for [each] the fiscal year [of the biennium] to which the budget relates for each budgeted agency and for the state as a whole in comparison with expenditures of the last-completed fiscal year and appropriations and estimated expenditures for the year in progress; [(D) for the biennium commencing July 1, 1999, and each biennium thereafter, (D) a summary of estimated expenditures for certain fringe benefits for [each] the fiscal year [of the biennium] to which the budget

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relates for each budgeted agency; (E) a summary of permanent fulltime positions setting forth the number filled and the number vacant as of the end of the last-completed fiscal year, the total number intended to be funded by appropriations without reduction for turnover for the fiscal year in progress, the total number requested and the total number recommended for [each fiscal] the year [of the biennium] to which the budget relates; (F) a summary of the revenue estimated to be received by the state during [each] the fiscal year [of the biennium] to which the budget relates classified according to sources in comparison with the actual revenue received by the state during the last-completed fiscal year and estimated revenue during the year in progress; and (G) such other financial statements, data and comments as in his opinion are necessary or desirable in order to make known in all practicable detail the financial condition and operations of the government and the effect that the budget as proposed by him will have on such condition and operations. If the estimated revenue of the state for the ensuing [biennium] fiscal year as set forth in the budget on the basis of existing statutes, plus the estimated unappropriated surplus at the close of the year in progress available for expenditure in the ensuing [biennium] fiscal year, is less than the aggregate appropriations recommended for the ensuing [biennium] fiscal year as contained in the budget, the Governor shall make recommendations to the General Assembly in respect to the manner in which such deficit shall be met, whether by an increase in the indebtedness of the state, by the imposition of new taxes, by increased rates on existing taxes or otherwise. If the aggregate of such estimated revenue plus such estimated unappropriated surplus is greater than such recommended appropriations for the ensuing [biennium] fiscal year, he shall make such recommendations for the use of such surplus for the reduction of indebtedness, for the reduction in taxation or for other purposes as in his opinion are in the best interest of the public welfare.

Sec. 6. Section 4-73 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

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(a) Part II of the budget document shall present in detail for [each] the ensuing fiscal year [of the ensuing biennium] the Governor's recommendation for appropriations to meet the expenditure needs of the state from the General Fund and from all special and agency funds classified by budgeted agencies and showing for each budgeted agency and its subdivisions: (1) A narrative summary describing the agency, the Governor's recommendations for appropriations for the agency and a list of agency programs, the actual expenditure for the last-completed fiscal year, the estimated expenditure for the current fiscal year, the amount requested by the agency and the Governor's recommendations for appropriations for [each] the ensuing fiscal year; [of the ensuing biennium;] (2) a summary of permanent full-time positions by fund, setting forth the number filled and the number vacant as of the end of the last-completed fiscal year, the total number intended to be funded by appropriations without reduction for turnover for the fiscal year in progress, the total number requested and the total number recommended for [each] the fiscal year [of the biennium] to which the budget relates.

(b) In addition, programs shall be supported by: (1) The statutory authorization for the program; (2) a statement of program objectives; (3) a description of the program, including a statement of need, eligibility requirements and any intergovernmental participation in the program; (4) a statement of performance measures by which the accomplishments toward the program objectives can be assessed, which shall include, but not be limited to, an analysis of the workload, quality or level of service and effectiveness of the program; (5) program budget data broken down by major object of expenditure, showing additional federal and private funds; (6) a summary of permanent full-time positions by fund, setting forth the number filled and the number vacant as of the end of the last-completed fiscal year, the total number intended to be funded by appropriations without reduction for turnover for the fiscal year in progress, the total number requested and the total number recommended for [each] the fiscal year [of the biennium] to which the budget relates; (7) a statement of expenditures for the last-completed and current fiscal years, the

agency request and the Governor's recommendation for [each] <u>the</u> <u>ensuing</u> fiscal year [of the ensuing biennium] and, for any new or expanded program, estimated expenditure requirements for the fiscal year next succeeding the [biennium] <u>fiscal year</u> to which the budget relates; and (8) an explanation of any significant program changes requested by the agency or recommended by the Governor.

- (c) There shall be a supporting schedule of total agency expenditures including a line-item, minor object breakdown of personal services, contractual services and commodities and a total of state aid grants and equipment, showing the actual expenditures for the last-completed fiscal year, estimated expenditures for the current fiscal year and requested and recommended appropriations for [each] the ensuing fiscal year, [of the ensuing biennium,] classified by objects according to a standard plan of classification.
- (d) All federal funds expended or anticipated for any purpose shall be accounted for in the budget. The document shall set forth a listing of federal programs, showing the actual expenditures for the last-completed fiscal year, estimated expenditures for the current fiscal year and anticipated funds available for expenditure for [each] the ensuing fiscal year. [of the ensuing biennium.] Such federal funds shall be classified by program in each budgeted agency but shall not include research grants made to educational institutions.
- (e) Part II of the budget document shall also set forth the budget recommendations for the capital program, to be supported by statements listing the agency's requests and the Governor's recommendations with the statements required by section 4-78, as amended by this act.
- (f) The appropriations recommended for the legislative branch of the state government shall be the estimates of expenditure requirements transmitted to the Secretary of the Office of Policy and Management by the Joint Committee on Legislative Management pursuant to section 4-77, as amended by this act, and the recommended adjustments and revisions of such estimates shall be the

recommended adjustments and revisions, if any, transmitted by said committee pursuant to said section 4-77.

- Sec. 7. Section 4-76 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):
- 258 The Governor or his authorized representative or agent shall appear 259 before the appropriate committees of the General Assembly to explain 260 the details of the budget document and report transmitted by the 261 Governor [in the odd-numbered years and the reports transmitted by 262 the Governor in the even-numbered years] pursuant to section 4-71, <u>as</u> 263 <u>amended by this act</u>, to answer questions and to give information as to 264 the items included therein.
- Sec. 8. Section 4-77 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

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(a) The administrative head of each budgeted agency shall transmit, on or before September first of each [even-numbered] year, to the Secretary of the Office of Policy and Management, on blanks to be furnished by him not later than the preceding August first, and to the joint standing committee of the General Assembly having cognizance of matters relating to appropriations and the budgets of state agencies, through the Office of Fiscal Analysis, and the standing committee having cognizance of matters relating to such budgeted agency, estimates of expenditure requirements for [each] the next fiscal year. of the next biennium. On or before September first of each oddnumbered year, said agency head shall transmit recommended adjustments and revisions, if any, of such estimates.] The secretary shall set guidelines for standard economic and planning factors and for unit costs, based on source of supply, for fuel oil, electricity, gas and water usage by state agencies, which shall be used by all agencies in the preparation of their estimates of expenditure requirements. The expenditure requirements shall be classified to show expenditures estimated for each major function and activity, project or program of

the budgeted agency and its subdivisions, grants or aids to governmental units and capital outlay, and shall include details setting forth the estimated expenditures classified by objects according to a standard plan of classification, with citations of the statutes, if any, relating thereto. Each expenditure requirement for any purpose other than capital outlay involving an increase in or addition to any appropriation of the current fiscal year shall be accompanied by an explanation of the increase or addition. Each expenditure requirement involving a capital outlay shall be accompanied by such supporting schedules of data and explanations as may be required by the secretary.

- (b) The administrative head of each budgeted agency shall transmit, on or before September first of each year, to the secretary, in the form required by him, and, on or before November fifteenth of each year, to the joint committee of the General Assembly having cognizance of matters relating to state finance, revenue and bonding, through the Office of Fiscal Analysis, a statement showing in detail the revenue and estimated revenue of the agency for the current fiscal year, an estimate of the revenue from the same or any additional sources for the next fiscal year and [, in the even-numbered year, for the next biennium. Said agency head shall include in such statement] recommendations as to any changes in the management, practices, regulations or laws governing his budgeted agency affecting the amount of revenue from operations, fees, taxes or other sources or the collection thereof, and any other information required by the secretary.
- (c) If any budgeted agency fails to submit such estimates within the time specified, the secretary shall cause such estimates to be prepared for the budgeted agency. The administrative head of each budgeted agency shall transmit a copy of the agency's monthly financial status report and monthly personnel status report to the Office of Fiscal Analysis.
- Sec. 9. Section 4-77a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first*

319 applicable to the fiscal year commencing July 1, 2003):

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320 The estimates of expenditure requirements transmitted by the 321 administrative head of each budgeted agency to the Secretary of the 322 Office of Policy and Management, pursuant to section 4-77, as 323 amended by this act, shall include an estimate of the amount required 324 by such agency for the payment of the workers' compensation claims 325 of the employees of each such agency. Appropriations which are 326 recommended in the budget document transmitted by the Governor 327 [in the odd-numbered years or the status report transmitted by the 328 Governor in the even-numbered years] to the General Assembly 329 pursuant to section 4-71, as amended by this act, or contained in the 330 state budget act or any deficiency bill, as provided in section 2-36, as 331 amended by this act, for the payment of such claims shall be made as 332 follows: (1) For the Departments of Mental Retardation, Mental Health 333 and Addiction Services, Correction, Transportation, Public Safety and 334 Children and Families, directly to said agencies; (2) for all other 335 budgeted state agencies, to the Department of Administrative Services 336 which shall maintain an account for payment of workers' 337 compensation claims.

Sec. 10. Section 4-78 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

The budget recommendations for the capital program to be paid from appropriated funds, proceeds of authorized bond issues or any federal or other funds available for capital projects shall be supported by statements indicating recommended priorities for projects and setting forth for each project: (a) The total estimated cost at completion; (b) appropriations, bond authorizations and federal or other funds received to date; (c) additional appropriations or bond authorizations required for completion; (d) the amount available for expenditure from bond authorizations, appropriations or federal or other funds of prior years; (e) the bond authorization or appropriation recommended for [each] the ensuing fiscal year; [of the ensuing biennium;] (f) the

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amount available for [each] the ensuing fiscal year [of the ensuing biennium] if the budget recommendation is approved; (g) bond authorizations or appropriations estimated to be required for subsequent fiscal years for completion; and (h) the estimated addition to the operating budget when completed. All capital projects authorized, begun or completed in prior years shall be reviewed annually in terms of requirement for continuation of appropriations made to date and, where appropriation balances remain at completion or no imminent forwarding of the project is contemplated or where the project has been abandoned, recommendation shall be made for the reduction of such authorized bond issues or the lapsing of such appropriation balances.

Sec. 11. Section 4-84 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2002, and first applicable to the fiscal year commencing July 1, 2003*):

The budget as submitted by the Governor to the General Assembly shall include a recommended appropriation for contingencies not to exceed one hundred thousand dollars for [each] the ensuing fiscal year. [of the ensuing biennium.] Wherever an emergency exists and the Governor is of the opinion that the necessities of a budgeted agency warrant an increased appropriation or it is necessary to provide for emergency expenditures, he may approve such expenditures as he deems necessary and for the best interest of the public from such contingency appropriation, provided the total amount of individual allotments from such appropriation shall not exceed the total amount of the contingency appropriation as established by the General Assembly. Additions to specific appropriations for current expenses of any state court or for current expenses of state institutions or for maintenance of inmates therein or for the reimbursement of towns for relief, support and hospitalization furnished state paupers or for forest fire suppression shall not be considered as within the total appropriation for such contingencies. The Governor shall report to the General Assembly, not later than the first session day following the third day of February in each odd-numbered year, all increases made

by him under authority of this section and the reasons therefor. In the

- even-numbered years, the Governor shall submit such report on the
- day on which the General Assembly first convenes.
- Sec. 12. Section 4-85d of the general statutes is repealed and the
- 390 following is substituted in lieu thereof (Effective July 1, 2002, and first
- 391 applicable to the fiscal year commencing July 1, 2003):
- The Secretary of the Office of Policy and Management shall
- 393 annually submit to the joint standing committee of the General
- 394 Assembly having cognizance of matters relating to energy planning
- 395 and activities, at the same time that the budget document is
- 396 transmitted by the Governor [in the odd-numbered years and the
- 397 status report is transmitted by the Governor in the even-numbered
- years] to the General Assembly under section 4-71, as amended by this
- 399 <u>act</u>, an estimated accounting of all federal funds for energy programs
- 400 that will be carried over into the following fiscal year and an estimated
- 401 accounting of federal energy funds which the state anticipates
- 402 receiving in such fiscal year, accompanied by a detailed description of
- 403 how such carried over and anticipated funds will be expended. The
- 404 provisions of this section shall not apply to energy assistance programs
- 405 and funds.
- Sec. 13. Section 4-99 of the general statutes is repealed and the
- 407 following is substituted in lieu thereof (Effective July 1, 2002, and first
- 408 applicable to the fiscal year commencing July 1, 2003):
- Any <u>annual</u> appropriation for a fiscal year [of a biennium] shall be
- 410 available for commitment fifteen days before the beginning of the fiscal
- 411 period for which such appropriation was made, provided the
- 412 Comptroller shall have on file an allotment covering such
- 413 commitment, but no commitment thus effected shall be liquidated
- 414 before the beginning of such fiscal period.
- Sec. 14. (Effective July 1, 2002) Section 2-34 of the general statutes is
- 416 repealed.

| This act shall take effect as follows: | | | | |
|--|--|--------------|------------|------|
| Section 1 | July 1, 2002, and first ap | pplicable to | the fiscal | year |
| Sec. 2 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 3 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 4 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 5 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 6 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 7 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 8 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 9 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 10 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 11 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 12 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 13 | July 1, 2002, and first at commencing July 1, 2003 | pplicable to | the fiscal | year |
| Sec. 14 | July 1, 2002 | | | |

APP Joint Favorable

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

OFA Bill Analysis

SB 286

AN ACT TO REPLACE THE BIENNIAL BUDGET WITH AN ANNUAL BUDGET.

SUMMARY:

The bill replaces the biennial budget with an annual budget, which will first apply to the fiscal year commencing July 1, 2003.

EFFECTIVE DATE: July 1, 2002

COMMITTEE ACTION

Appropriations Committee

Joint Favorable Report Yea 27 Nay 20

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